Revenue (1949) Departmen

SERIES.

G.O. No. 427

Dated 22-2-49

[Despatch Abstract.]

Secretariat - Reorganisation - Appointment of Heads of Departments as Joint Secretaries to Government and sending up proposals for appoi without noting - Papers Recorded

GOVERNMENT OF MADRAS

Public (Services) Department.

U.O. Note No. 1736/48-3 Dated 14th August 1948.

Sub: The Retrenchment and Re-organisation Committee - Recommendation regarding appointment of Heads of Department as Secretaries or Joint Secretaries to Government.

The Retrenchment and Re-organisation Committee has made the following recommendations on the question of appointing Heads of Departments as Secretaries or Joint Secretaries to Government etc.:-

(1) The offices of the Secretary to Government, Food Department and the Commissioner of Civil Supplies may be amalgamated;

(2) The Committee does not consider that there is any case for recommending that the other heads of Departments may also be appointed as Secretaries to Governments;

(3) As regards appointing them as Joint Secretaries to Government, various difficulties have been pointed out. It is a matter for the Government and the concerned Hon'ble Minister to decide; and

(4) It is admitted that some retrenchment will be possible if proposals which do not require nothing in the Secretariat are sent up for orders without being noted on in the Secretariat also. The Secretary to Government, Public Works Department say that about 20 to 25% of the papers will come under this category. If so, such papers should be scrutinized and be dealt with, without being noted on in the Secretariat but sent direct for orders. A certain amount of retrenchment is possible if this is adopted. The same procedure may be followed in other Departments of the Secretariat also.

Item (1) above is said to be under separate consideration in the Food Department and no action is called for in respect of item (2) also Departments of the Secretariat are requested to examine item (3) viz. the question of appointing the Heads of Departments under their administrative control as Joint Secretaries to Government and to take orders in circulation in the matter. They are also requested to examine the recommendation in item (4) and take orders of Government (full Cabinet) on the question of its acceptance and the extent of retrenchment in staff that could be effected if the recommendation is accepted.

K. Ramunni Menon
Chief Secretary to Government.

To
The Departments of Secretariat
including Public and Finance Departments.

/True Copy/

Sd/-x x x xx x
Superintendent.

Revenue Department.

This Department is concerned only with items 2.3 and 4 Ru of Public U.O. note. These are as follows.

(1) Appointment of Heads of Departments as Secret..... to Government.

The Committee itself did not favour the idea and the Public Department have also stated that no action is called for. This can therefore be left out of consideration.

(2) Appointment of Heads of Departments as Joint Secretaries.

We are concerned only with the Board of Revenue and the Inspector General of Registration. Office is of the view that Members of the Board, senior civilians cannot be appointed as Joint Secretaries. As regards the I.G. Of Registration, the papers concerning that Department are only a few and perhaps the proposal with regard to this Department need not be pursued.

As regards the Members of the Board of Revenue, it was previously suggested and even tried that they should put up papers directly to Government for orders. The original proposal in 1913 was that two Members of the Board should be taken out of the Board and made "Revenue Commissioners and Secretaries to Government" but should retain their administrati powers exactly as they were at that time and continue to be touring officers.

I am referring to this here because, even then the ideas of making Board members function as Secretaries to Government was entertained and seriously considered. The essence of the suggestion was that references made from the Board to Government and vice versa would pass as notes between "the Commissioner and Secretary" on the one hand

on the one hand and the Hon'ble Member of the Government on the other. It was also pointed out that the responsibilities of either would not in any way be altered but the suggestion might help to avoid reduplication of work.

The reactions to this suggestion were varied but on the whole, those who were consulted were generally opposed to it. It was felt that the work of the Board Members would be considerably increased and that their touring which was so essential for the control of the district administration would considerably be restricted. Ultimately the suggestion was dropped in 1916.

The suggestion was again revived in 1918 but was modified to some extent. It was suggested that there need not be any change in the legal status of the Members of the Board or even in their official designations. This time the proposal was that matters which should, under the existing Acts and Regulations, be disposed of by Government, would be disposed of by Government orders, passed on the office notes submitted by the Board, while matters, in which the Board is required, otherwise than by status, or rules having the powers of law to obtain the sanction or approval of the Government, would be disposed of by Proceedings of the Board, based on the sanction or orders of Government, communicated to the Board on its own office notes.

I shall deal with this suggestion in detail lat but it would be seen that even at that time, the idea of mak the Board Members function as Secretaries to Government, (much less as Joint Secretaries) had been given up. In fact Mr. Tottenham made this quite clear when the doubt was raised by the Hon'ble Mr. Todhunter.

Even in the Retrenchment Committee, the position and importance of the Board, have been realised by some of the Members. Though the observations made by these Members at pages 110-111 of the report can be advanced as arguments in favour mainly for the retention of the Board, they are relevant here to show that the Board Members, in the altered circumstances of the country, will have practically no time to function as Secretaries to Government, if they have to ensure the high efficiency in the whole administration of the districts, which is required now more than even before. This would be even better appreciated when it is remembered that the Board has not the assistance of regional officers like Commissioners as in some other Provinces. The Government can only be expected to lay down policy and exercise general supervision, while the actual execution should be left to the executive, which has the Board of Revenue at its head. It would not merely be sufficient to undertake vast measures of reform and vast schemes of development, but we should also have competent and powerful authority to see and ensure that these measures and schemes are carried out successfully. Primarily, this function has to be exercised by the Board and the efficiency of this function would be greatly impaired if Board Members were also to take upon themselves the duties to some extent, of Secretaries to Government. The present time is therefore inopportune for the starting of an experiment, the results of which as pointed out, are not definite, and at least seem to be undesirable.

Item (3): Whether any retrenchment would be possible if proposals which do not require noting in the Secretariat are sent up for orders without being noted on in the Secretariat.

The Retrenchment and Reorganisation Committee has stated that the Secretary, Public Works Department felt that about 20 to 25 per cent would come under this category. In 1918 after a considerable amount of discussion, a scheme for dealing directly with papers from the Board so as to

so as to eliminate duplication of noting etc. in the Revenue Secretariat was worked out ~~by Mr. Butterworth are at~~
The details of the system first worked out by Mr. Butterworth are at pages 14-16 of (T). They are summarised in para 4 of Mr. Butterworth's note. After some objections, this system was ultimately tried out early in 1919. After about 6 months' trial, this system was given up. The then Secretary felt that it was undesirable to keep him out of touch with some of the important matters in his branches of work, which was what was happening under the system. The re-action of the Board Members was varied. One of them confessed:

> "It is to me most distasteful to put my signature to a mass of notes - intelligible enough to one who has seen them grow but vexatious, I have little doubt, to Government who have to trace the threads of the discussion embodied in them."

The other member felt that while the Board was saved the trouble of casting its proposals into a concise, logical, well-arranged and digested form, it correspondingly added immensely to the task of the Government.

The then H.M. noted -

> "The system has no advantages either to the Board's Office or to the Secretariat and I recommend that it be discontinued at once."

One thing stands out clearly that at some stage or at the other, either in the Board or in the Revenue Secretari the proposals have to be critically examined and put up in a well-arranged form briefly and to the point, for being dealt with by the Secretary and the Hon'ble Minister, who cannot be expected, unless necessary, to go into the details of the cas It was probably felt by the Retrenchment and Re-organisation Committee that this preparation was done at two stages, once by the Board and again at the Revenue Secretariat. This is n generally correct. When proposals come from the Board, we on examine it with reference to the Government's policy on the ~~pol~~ subject (details of which are available only at the Secretariat) and also with reference to their bearing on other departments. Where it is possible for the Government to pass orders or give sanctions straightaway, it is generally done without unnecessary noting. So far as the sections under my charge are concerned I do not think that 20 to 25 per cent of the papers would come under the category cited by the Public Works Secretary.

A possible solution to reduce the work in the Secretariat likely to come under the category cited, will be, as pointed out by the Board in 1918, to transfer unimportant items of work to the Board by the bestowal of far wider powers on it than it now exercises. If this principle is conceded any scope for further delegation will be examined in the sections. But whether this will ultimately lead to any retrenchment in the staff is a doubtful point, because the routine work which may be transferred for disposal by the Board will have to be dealt with by the Board, only with the assistance of a corresponding addition to the clerical staff.

If I may respectfully point out, there will be real scope for retrenchment e if the Secretariat work is confined to the laying down of broad lines of policy and the working out of the broad lines of the execution of such policy. We must concentrate more on subjects of general importance rather than go into trifles and details. If we start giving importance to minor matters there might be no time to watch the broader lines on which Govemment policy should be evolved. Co-ordinated and directed. The real solution seems to lie in enlarging the delegations of powers and responsibilities more and more to the

the Heads of Departments and to the officers on the spot. What we really want is a desire to infuse a sense of responsibility and initiative in the Services,. If that is done the service will cultivate their esprit de corps and a proper sense of discipline and will really pick up the spirit of the times. Much of the time now spent in the Secretariat in enquiring into petty details could be ~~saved~~ saved.

I can state, in my personal experience, from the C, F and G sections, the Board and the Collectors can be confidentaly expected to deal with nearly 25 to 30 per cent of the papers now being dealt with in ~~the~~ these sections, if Government decides to decline to interfere in matters largely or wholly within their sphere of control and supervision.

Sd/-x x x x x x
23.9.

(I regret the delay in dealing with this file which was due to pressure of work connected with Prohibition and to my absence on leaving during the first half of last month)

Two suggestions have been made: these are (i) appointing Heads of Departments as Joint Secretaries to the Government and (ii) circulation for orders without any noting in the Secretariat of proposals received from Heads of Departments. They may be dealt with together because the first suggestion is really designed to enable heads of departments to put up ~~tei~~ their proposals direct to the Hon'ble Ministers for orders without any examination in the Secretariat. It is expected that this will avoid duplication of work and thereby save time and labour. In the examination of these proposals by this Department, attention may be confined to the Board of Revenue, the work relating to the other Head of Department, the I.G. of Registration being negligible.

2. In his foregoing note, U.S. has narrated in detail how these same ideas had been considered, tried and given up before and has suggested that they may once again be rejected. The recommendations of the Retrenchment and Reorganization Committee are based on assumption that there is a considerable duplication of work in the office of the Head of a Department and in the corresponding Secretariat department and that the only way this can be avoided is by trying out something new. It is possible that there is such duplication of work although its extent must clearly vary from dept to department. Apart from purely routine matters like leave, transfer, etc., of Gazetted Officers in respect of which there is practically no noting at all in the Secretariat, if a proposal sent up by the Head of the Department contains a sufficiently elaborate discussion of the object underlying it and its bearing on the Governemnt policy as evidenced by a few recent precedents there need not be (and usually there is not) much noting in the Secretariat and there is no duplication of work. (There is sometimes a tendency on the part of some clerks to reproduce in the notes the matter contained in the correspondence but this is a defect the elimination of which calls, not for any new remedy, but only the careful observance of existing instructions). There are however proposal which are of interest not only to the Head of the Department that makes the but which have a direct and vital bearing on the activities of other Heads of Departments and on other departments. In such cases detailed scrutiny of the proposals in the concerned department in consultation with other affected department is not only beneficial but essential. If Heads of Departments were to circulate such files direct to the concerned H.M. for orders on their proposals, we shall be running the risk of insufficient co-ordination between the activities of the various departments of the Government. The delays that occur in the Secretariat (apart from delays due to insufficient staff and rare instances of wilful neglect) generally occur in cases that need consultation with several departments. In effect, I consider that, although there may be occasional instances of duplication of work, its elimination can easily be secured by a more careful observance of existing rules; further although delays sometimes occur when it is found necessary for a number of officers and departments to be consulted on particular proposals, such delays are inevitable and cannot be eliminated by conferring secretariat status on Heads of Departments.

[illegible], there is scope for reducing the work in the Secretariat and effecting economies. Delegation of a substantial measure of authority to local officers, insistence by the Government that the statutory or other procedure prescribed for the redress of grievances be followed, refusal by the Government to regard themselves as the normal court of appeal in every matter, a recognition of the rather elementary principle that there must be a measure of finality to the proceedings of the Government and a simplification of the financial procedure are some of the obvious points that occur to one in this connection. All these suggestions were made in another connection and the Retrenchment and Re-organization Committee also went into this question; with what result, it is not known.

Sd/-x x x x x
2.11.1948.

So far as Registration is concerned what is the actual volumes of work involved in the Secretariat?

S.Y. Krishnaswami
Secretary to Government.

REVENUE DEPARTMENT

With reference to Secretary's query above, it is submitted that 'B' section is dealing with matters relating to the Madras Registration service and 'J.' section with matters relating to the Madras Registration subordinate service and other general questions pertaining to the Registration Depaytment.

2. So far as 'J' section is concerned, the following are the subjects on which proposals are received from the I.G. of Registration and examined:-

1) All service questions (including disciplinary cases) relating to Sub-Registrars (I & II grade), clerks, typists copyists, temporary section writers, etc.

2) All questions relating to the Indian Registration Act viz. general amendments to the Act and the rules framed thereunder, Extension of the act to merged states, and issue of Notifications under the powers vested under the different sections of the Act - for e.g. Notification under sec 35(3) of the Act investing sub-Registrars with the powers of District Registrars.

3) Proposals relating to the opening of sub-[illegible]stry offices and introduction of the itinerating systemef of registration inpleaces where there are no nearly by sub-registry offices.

4) Sanctioning of temporary staff in the Registration Dept.

5) Scrutiny of Budget estimates and Supplementary estimates of the Registration Department etc.

6) Examination of all proposals relating to the amendments to the Table of Registration fees prescribed under sec 78 of the Registration Act.

7) All proposals relating to construction, repairs, and improvements to buildings of the Registration Department

3. On the subjects referred to in para 2 above, on an average about 6 currents are received every day.

'B' Section id dealing with the service question relating to District Registrars, Inspector of Registration, their postings, transfers, leave and disciplinary action in regard to them. The receipt is 5 currents per month on an average.

Sd/x-x x x x x
15.11.48.

[illegible] offices, the I.G. of Registration

Secretary's querry on page 10 N.F.

The volumes of " Registration" work in this office is about 6 currents per day in the 'J' section and about 5 currents per month in the 'B' section. The clerk dealing in Registration' work in 'J' section is also doing work connected with "stamps"

Sd/-x x x x
17.11.48.

I agree ~~w~~ in the main with Deputy Secretary. I take it no further action is necessary on this.

Sd/-S.Y.Krishnaswami
Secretary to Government.

Revenue Department

To A.S.

In their U.O. Note dated 14-8-1948, the Public (Servic Department requested this Department to examine the following recommendations of the Retrenchment and Reorganisation Committe on the question of appointing heads of departments as Secretari or Joint Secretaries to Government etc.

(1) Appointment of the heads of departments under the administrative control of the Revenue Department as Joint Secretaries to Government;

(2) Sending up proposals, which do not require noting in the Revenue Secretariat, for orders without being noted on in the Revenue Secretariat.

The Public Department suggested ~~as~~ that after examining the above two items, orders in circulation be obtained in respect of item (1) above and the orders of the Government (Full Cabinet) in respect of item (2) above.

2. The 2 items referred to above were examined in this Department in detail - vide pages 1-12 ante. The conclusions arrived at in respect of the two items are as follows:-

Item (1). It is not desirable to appoint the members of the Board of Revenue and the I.G. of Registration as Joint Secretaries to Government in the Revenue Department. The heads of departments will have ~~no~~ practically no time to function as Secretaries to Government. ~~They have to carry out the measures of reform and development undertaken by the Government and the efficiency of this function as Secretaries to Government.~~ They have to carry out the ~~m~~ measures of reform and development undertaken by the Government and the efficiency of this function will be greatly impaired if they are also to take upon themselves, to some extent, the duties of Secretaries to Government.

Item (2). In purely routine matters, there is not much noting in the Revenue Secretariat and elaborate noting after detailed scrutiny is done only in cases which warrant such a noting. There may be occasional instances of duplication of work. But its elimination can easily be secured by a more careful observance of existing rules. Delays cannot be eliminated by conferring secretarial status on heads of departments. If proposals received from Heads of Departments a~~s~~ circulated for orders without any noting in the Secretariat, we shall be running the risk of insufficient co-ordination between the actien-vities of the various Departments.

3. For orders.

Sd/-x x x/1.12.48.

Revenue a may suggest that neither proposal of the Retrenchment and Reorganization Committee need be accepted. The file may now be circulated to H.M. (Land &Revenue) H.M. (Fin HM H.M. (Firka Development) and Hon'ble Premier for orders wheth the Departments views will be accepted and whether it will be considered necessary to obtain the orders of the full Cabinet on either point.

Sd/-x x x x x
3.12.48.

Sd/-x x H.M.(L.R.)/
Sd/- H.M.(Finance)/ 10.12.
Sd/-x x (F.D.)/13.12.

Sd/- H. Pr. O.P. Ramaswami Reddiar
28.12.48.

To.As.

Please see the orders in circulation above. The case may now be circulated to the other ministers for orders.

Sd/- S.Y. Krishnaswami
Secretary to Government.

Sd/ H.M.(Food) 20.1.49.
Sd/- H.M.(P.W.) 21.1.49.
Sd/- H.M.(Industries) 25.1.
Sd/- H.M.(Local Administration)22.11
Sd/- H.M.(Education) B 25.1.49.
Sd/- H.M. (Agriculture) 28.1.
Sd/- H.M.(Public Health) 2
Sd/-x xH.M.(R.D.) 1.2.49

Revenue Department

Please see the notes and the orders in circulation on pages 13-14 ante. The papers may be recorded after perusal by the Public (Services) and Finance Departments.

Sd/-x x x x
5.2.49.

Public(Services)Department

The notes of the Revenue Department from page 13 ante orders in circulation may be perused and the file passed once.

Sd/-x x x x
11.2.49.

Finance(E II) Department

Notes of Revenue Department on pages 13-14 above and the orders in circulation on page 14 above may be perused and the case returned to Revenue.

Sd/-x x x x
12.2.49

Revenue Dept.

Notes on page 13 ante. The papers may now be Recorded.
Sd/-x x x x x
22.2.49.

G.O.Ms.No. 427 D/22.2.49.

Abstract:
Secretariat-Reorganisation - Appointment of Heads of Departments as Joint Secretaries to Government and sending up proposals for orders without noting - Papers Recorded

-/True Copy/

Office Assistant
Madras Record Offi